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ABSTRACT

This document reports results of a study that examined the status of and need for vocational education by juveniles and adults in state correctional institutions and local jails in Ohio. The study report includes the following: (1) an overall picture of crime and criminal justice in Ohio; (2) a rationale for providing vocational skill training for incarcerated juveniles and adults in Ohio; (3) significant trends and occurrences that have had an impact upon vocational education in corrections since 1982; (4) numbers and characteristics of incarcerated juveniles and adults in Ohio; (5) a current profile of vocational programs in correctional institutions in Ohio; (6) teachers' perceptions of the vocational education delivery system in correctional institutions in the state; and (7) a profile of educational programming in Ohio's jail system. Thirteen recommendations for improving vocational education services for the incarcerated are presented. These recommendations address a broad range of concerns, including: vocational program structures, program offerings, policy, facilities, skill certification, program supervision, teacher education, communication networks, and follow-up of released offenders. Appendixes to the report describe the youth services facilities and adult correctional facilities in Ohio. (KC)

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OHIO'S BEST HOPE FOR

The Incarcerated:

VOCATIONAL/TECHNICAL EDUCATION

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Ohio Council on Vocational Education
1990

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Ohio Council on Vocational Education—FY 90

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Executive Summary

In 1982, the Ohio Council on Vocational Education published a study on the status of vocational education in correctional institutions in Ohio. Since that time, much has changed, producing important implications for vocational education, not the least of which is the burgeoning population of incarcerated individuals in Ohio. The Ohio Council on Vocational Education sponsored this follow-up study to examine the status of, and need for, vocational education by juveniles and adults in state correctional institutions and local jails. The study includes:

- An overall picture of crime and criminal justice in Ohio.
- A rationale for providing vocational skill training for incarcerated juveniles and adults in Ohio.
- Significant trends and occurrences that have had an impact upon vocational education in corrections since 1982.
- Numbers and characteristics of incarcerated juveniles and adults in Ohio.
- A current profile of vocational programs in correctional institutions in Ohio.
- Teachers' perceptions of the vocational education delivery system in corrections in Ohio.
- A profile of educational programming in Ohio's jail system.

The researchers developed 13 recommendations for improving vocational education services for the incarcerated. These recommendations address a broad range of concerns, including vocational program structures, program offerings, policy, facilities, skill certification, program supervision, teacher education, communication networks, and follow-up of released offenders.

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Nature of the Study

In 1982, the Ohio Council on Vocational Education funded a study entitled Vocational Education in Correctional Institutions in Ohio. Released in 1983, it was widely distributed and well-received as a definitive study of the state of vocational education in corrections in Ohio. Since 1982, however, a number of factors have changed that picture. More tax dollars are being spent to care for a burgeoning incarcerated population. The Ohio Council on Vocational Education decided that these and other trends warranted a second look at the subject. This follow-up study looks at vocational education in state correctional institutions for juveniles and adults and local jails as well.

Objectives of the Study

1. To establish an overall picture of crime and criminal justice in Ohio.
2. To provide a rationale for providing vocational skill training for incarcerated juveniles and adults in Ohio.
3. To identify significant trends and occurrences that have impacted upon vocational education in corrections since 1982.
4. To identify the numbers and characteristics of incarcerated juveniles and adults in Ohio.
5. To ascertain the current profile of vocational programs in correctional institutions in Ohio.
6. To determine teachers' perceptions of the vocational education delivery system in corrections in Ohio.
7. To present a profile of educational programming in Ohio's jail system.

Method of Study

To arrive at an appraisal of and recommendations for vocational education for Ohio's incarcerated populations, the Council obtained the services of two individuals highly experienced and knowledgeable regarding vocational education in Ohio correctional institutions: Dr. Theodore P. Shannon of The Ohio State University, who until recently

served as the Vocational Teacher Educator for the University; and Mr. A. Neil Johnson, who until his recent retirement, was Corrections Supervisor in the Division of Vocational and Career Education, Ohio Department of Education.

The researchers met and talked with central office educational administrators in the Ohio Department of Youth Services and the Ohio Department of Rehabilitation and Correction, the regional and local educational administrators, and teachers involved in teaching the incarcerated. They also contacted several jail administrators by telephone. They visited five juvenile institutions, seven adult institutions, and two jails. An interview guide was developed to ensure reasonable consistency in eliciting information and input. All interviews, conversations, and site visits took place from September 1989 through January 1990.

The researchers had excellent access to recent and current statistics and information from youth services, adult corrections, and the jail system. Analysis and interpretation of data provided by these sources, along with data collected via interviews, site visits, and the researchers' own recent experience in vocational education in corrections, are the bases upon which they compiled this report and made their recommendations.

Crime and Criminal Justice in Ohio

It is not news that crime in Ohio, and indeed in the United States, is a serious problem with huge ramifications. How serious is suggested in the following tables and figure.

TABLE 1

Estimated Number and Rate of Offenses
(per 100,000 population) Known to Police

	Ohio	United States	Ohio's Percentage of United States
Population	10,784,000	243,400,000	4.4%
Violent Crimes	45,436	1,484,000	3.1%
Property Crimes	447,964	12,024,700	3.7%
Both Categories	493,400	13,508,700	3.7%

Adapted from Sourcebook of Criminal Statistics - 1988[1]

From Table 1 it can be seen that, as serious a problem as crime is, it could be even worse in Ohio. Ohio's 4,575 crimes per 100,000 inhabitants are 82.4 percent of the national average of 5,550 crimes per 100,000 inhabitants.[2]

However, any optimism this comparison engenders is dashed by Table 2. Table 2 shows that, as low as the national arrest percentages are, Ohio's are even lower. Further, it must be pointed out that from the data shown, most perpetrators "get away with it." The inescapable inference is that a well-planned crime may not be too difficult to get away with. It follows that those arrested may not be all that bright and are caught, literally, because of dumb mistakes -- a conclusion that also makes a statement about the makeup of the incarcerated population.

TABLE 2

Reported Crimes and Arrests in Ohio and the United States

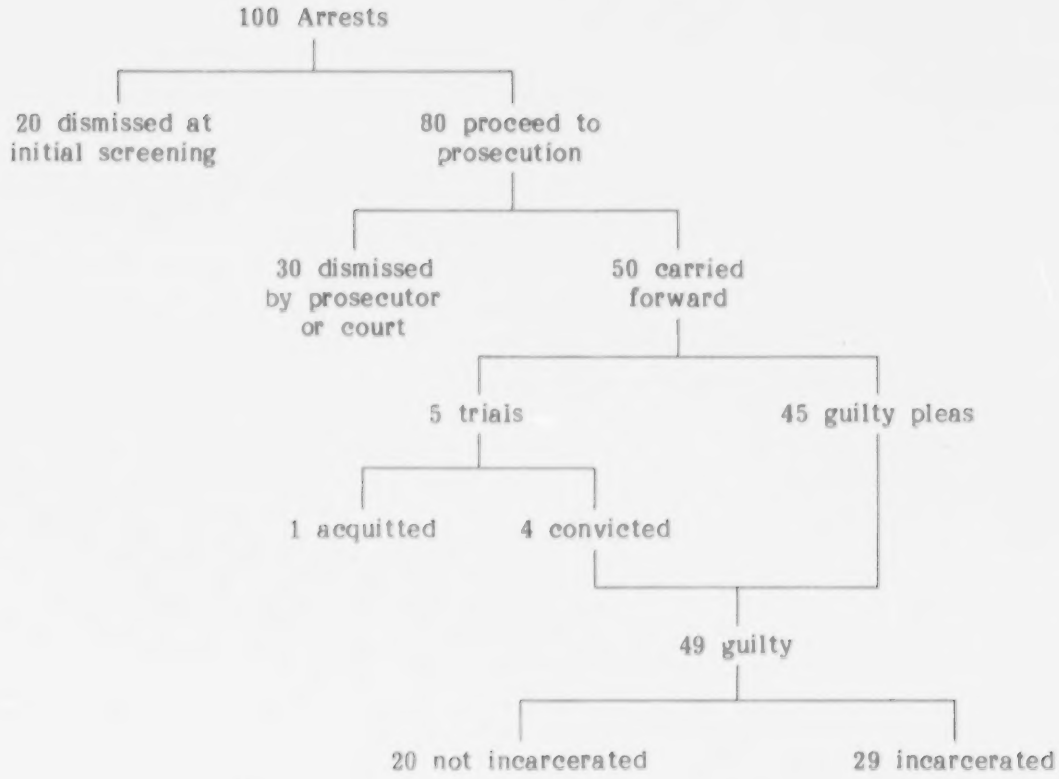
	OHIO			UNITED STATES		
	Number of Crimes	Arrests	Pct.	Number of Crimes	Arrests	Pct.
Violent Crimes	45,436	10,331	23%	1,484,000	473,030	32%
Property Crimes	447,964	45,080	10%	12,024,700	1,793,437	15%
Both Categories	493,400	55,411	11%	13,508,700	2,266,467	17%

Adapted from Sourcebook of Criminal Statistics - 1988[3]

Figure 1 emphasizes that even if an arrest is made, a suspect has good odds of avoiding prison — very good odds if he or she is able to locate and afford good legal counsel. Yet, the bottom line is that many perpetrators are convicted because of the obvious blunders they made while committing the crime, suggesting a low functional level. The table is based upon national averages.

FIGURE 1

Outcome of 100 Typical Felony Arrests



Adapted from The Prosecution of Felony Arrests, 1979[4]

In Ohio, a felony is any crime punishable by one year or more in prison. Felonies include the more serious crimes. The term "initial screening" in Ohio would be the arraignment process. Soon after a felony arrest is made, the case is presented to a criminal court. At this point the decision is made as to whether or not there is probable cause to proceed with the prosecution.

Figure 1 indicates that it is not even probable that an accused felon, even if guilt is admitted, will be sent to prison. Only the very worst will serve time (and the term "worst" can be construed in several ways).

A Rationale for Providing Vocational Education for Incarcerated Juveniles and Adults

Crime, imprisonment, and the re-entry of untrained ex-offenders into society have enormous, yet virtually immeasurable, cost implications for Ohio's taxpayers. After a crime is committed, law enforcement officials investigate and search for the perpetrator. When an apprehension occurs, detainment of the suspect follows. The case then goes through the court system. If the adjudication process results in conviction and sentencing, detainment at the local level may be necessary until the convicted felon can be transported to and processed into a state correctional institution. The cost to taxpayers is not limited to the literal costs of housing, clothing, and feeding. If the convicted felon is the head of a household, his or her family may need public assistance to get by.

The majority of convicted adult felons are unemployed or underemployed at the time they commit the crime that results in conviction and incarceration. Most have not completed high school. Many have not completed grade school. With incarcerated youth, a related trend emerges. In general, the older a minor is at the time of conviction and sentencing, the fewer credits he or she will have accrued toward high school graduation.

Ohio's intake statistics reflect these trends. About 70 percent of Ohio's incarcerated adults are high school dropouts. About 65 percent are unemployed prior to incarceration. Among Ohio juveniles, the average 17-year-old convicted of a felony will have earned only about four units of high school credit.[5] At 17, most youths have not yet become a significant part of the labor force. However, a 17-year-old convicted felon with four high school credits will not face bright educational or employment prospects upon release.

If a person, either an adult or a juvenile, lacking adequate employment skills and education to be competitive in the job market, turns to crime and "fails" (i.e., gets caught, then completes a prison sentence), what are his or her chances of obtaining successful entry-level employment upon release? Obviously, not good. If the convicted felon receives little or no education or training while incarcerated, he or she will likely return to criminal activities upon release. The odds will not have improved. This is where the insidious recidivism cycle begins: another botched crime, another arrest, another conviction, and another sentence — at incalculable cost to the taxpayer.

Trends and Developments in Vocational Education in Corrections in Ohio Since 1982

Funding

Among the most significant factors affecting vocational education in corrections in Ohio since 1982 has been the advent of state subsidies (called "unit funding"). Since 1983, the Ohio Department of Education has made available specified amounts of operating money to programs approved by the Division of Vocational and Career Education. Prior to that major move, the division approved programs to operate and grant credit, but no funding assistance came with that approval. With the advent of unit funding, each program could have some definitive hard money with which to work. Of course, there are no local tax levies to provide operating funds for schools within the Ohio Department of Rehabilitation and Correction (ODR & C) and the Ohio Department of Youth Services (ODYS).

The Ohio Plan

Other developments since 1982 have had implications for vocational education in corrections. The Ohio Plan, unveiled in 1986 by Dr. Richard Seiter, then director of ODR & C, addressed vocational education through the Training-Industry-Education (TIE) concept. Although the Ohio Plan was only partially implemented before Dr. Seiter's departure, vestiges of it remain.

The Ohio Plan called for inmates to receive an intensive vocational assessment upon commitment. In cases where vocational aptitude could be matched with on-the-job training in prison work assignments or in Ohio Penal Industries, inmates were assigned in this manner, and a work history could be started. When skill training offered through vocational programs could be practiced within the prison system after graduation, an inmate would be assigned to a program on the assumption that the prison system would later benefit from his or her new skills and that the inmate would profit from the daily practice of the newly-acquired skills. Finally, inmates who demonstrated aptitude for skills that would not be immediately useful in prison would be enrolled in vocational programs closer to their projected release dates, usually within two years or less.

Vocational Funding

The Carl D. Perkins Vocational Education Act of 1984 earmarked 22 percent of its allocations for disadvantaged students, an increase of 20 percent over previous federal legislation. The term "disadvantaged" in Ohio is operationally defined as ". . . individuals (other than handicapped individuals) who have economic or academic disadvantages and who require special services and assistance in order to . . . succeed in vocational education programs."[6] Anyone who is incarcerated has an economic disadvantage. Many who are incarcerated demonstrate an academic disadvantage as well. The Perkins Act also earmarks one percent expressly for criminal offenders incarcerated in correctional institutions. These designated amounts have improved the funding for vocational education in corrections.

Facility Expansion

Other factors have had an impact since 1982. ODR & C has conducted a major construction program, adding 14 adult institutions, all of which have facilities for vocational programs. ODR & C's chartered school district, the Ohio Central School System, worked with a state-level vocational advisory committee from 1984 through 1986 to guide the vocational expansion. At this writing, proposed legislation would provide for further construction of facilities.

From 1987 through mid-1989, the central office educational and treatment staff in the ODYS worked closely with a Blue Ribbon Task Force on Education and Training commissioned by the department director to assess thoroughly the current delivery system and make specific recommendations for new directions in education and training.

Teacher Supply

In 1986, civil service teachers across the state, including teachers from the ODR & C and the Ohio Department of Education, became unionized through the Ohio Education Association and were enabled to engage in collective bargaining. Gains won through the collective bargaining process have enhanced teachers' positions within the correctional setting. Higher starting salaries can induce occupational specialists to

consider leaving their skilled occupations to accept teaching positions in correctional facilities. Moreover, as the general student population in Ohio continues to decline, and as school systems combine or drop vocational programs, many are having to reduce their teaching forces. Some of these experienced teachers are now looking toward vocational education in corrections. A few years ago they probably would have given little consideration to teaching in a correctional facility.

Effects on Employability

One 1983 study showed that Ohio's adult inmates who completed vocational programs while incarcerated tend to get jobs faster and remain on the initial job longer than non-vocational graduates. The study also showed that unemployment among released offenders who completed vocational programs was not a great deal higher than the statewide unemployment rate.[7] (Other studies, notably Ghazalah[8], have shown that vocational graduates tend to have higher earnings and lower unemployment rates than do those in a group comparable by age and educational achievement.)

Inmate Population

The surge in inmate population presents a growing problem. The Ohio Department of Youth Services maintains a constant incarcerated population of about 2,000. There simply is no bed space for more. At one time, status offenders (i.e., youth who commit acts that would not be crimes if they were adults) were incarcerated. Today, only felons are sent to youth institutions. Lesser offenses are handled at the local level, generally through county detention homes. For the 2,000 young people incarcerated in state institutions, the time of incarceration is getting shorter, due in part to the necessity of freeing up bed space for yet more youth. At one maximum-security youth facility, the average stay was 13 months in the mid-1970's. In late 1989, the average stay at the same institution was six months.

At the time of the chartering of the Ohio Central School System in 1973, the adult incarcerated population was 13,000. In early 1983, it had grown to 17,000, an increase of approximately 24 percent. By early 1990, the number had swollen to more than

30,000, an increase of approximately 45 percent over the 1983 figure. This rate shows little promise of abating. According to news media, Ohio ranks fifth nationally in the number of incarcerated adults.

In 1982, sentencing of adults under the Ohio Criminal Code made it easy to project release dates. A standard adage tended to be accurate: In two years from any given day, there would be a 95 percent turnover in the adult population, (i.e., 95 percent of the offenders locked up would be out within two years. Further, 98 percent would be out eventually, and two percent would die in prison.) With changes in the criminal code, the figures are now different. On a given day, 25 percent of the adult incarcerated population will be out within one year, some as soon as six months. Within four years, another 50 percent of the population will have turned over. Of the remaining fourth, 23 percent will be released, usually in the distant future, and two percent will die in prison.

Numbers and Characteristics of Incarcerated Juveniles and Adults

Juveniles

The average daily population for the nine Ohio Department of Youth Services (ODYS) state facilities is 2,000 — the maximum capacity of the nine institutions operated by ODYS. Proposed legislation may enable ODYS to build four new institutions and thereby increase the capacity.

The department currently processes about 285 new admissions each month. The average age of new admissions is 16.4 years; the average age of the entire incarcerated youth population is 16.7 years. Nearly 60 percent of newly-sentenced juveniles function at an academic level of eighth grade or lower. Many have not progressed beyond that level in terms of school placement. Generally, the older a juvenile is at the time of incarceration, the fewer high school credits he or she will have accumulated toward graduation.

Eighty-seven percent of the juveniles sentenced to ODYS institutions have records of substance abuse. One recent study showed a composite mean IQ of 88 for incarcerated youth.[9] (The normal range is 90-110.) Some show indications of borderline or mild mental retardation. Many demonstrate various developmental disorders in specific academic areas.

The average length of incarceration varies with the level of felony committed: a first degree felony, such as rape or armed robbery with intent to harm, may average 9.5 months, while a fourth degree felony, such as auto theft or receiving stolen property, may average only 5.5 months. Youth sentenced for murder average three years, and those incarcerated for aggravated murder average nearly four years. Statistics show that youth who are older when they are sentenced or youth sentenced for serious felonies are unlikely to return to their home schools upon release from ODYS.

Adults

The adult incarcerated population in Ohio stands at 30,700, ranking Ohio fifth in the nation behind California, Texas, New York, and Florida, though current bed space should accommodate only about 20,000 inmates. A recently completed construction program has added several new institutions to the ODR & C network, and efforts are under way to further expand the system by six new institutions, with bed space for 4,000 additional inmates. However, at this writing, legislation is pending in both the Ohio House and Senate on tough new drug laws and sentencing for drug-related crimes. This legislation, which seems assured of passing, will have monumental implications in terms of the number of inmates that ODR & C will house in the foreseeable future. Moreover, other crime rates are not dropping; there will continue to be a steady inflow of persons convicted of non-drug-related crimes.

Currently, ODR & C processes about 1,500 convicted felons into the system each month. Most share these characteristics: 70 percent are high school dropouts; 65 percent are unemployed at the time of committing the crime; and 65 percent have engaged in some form of substance abuse. Half of these people demonstrate a previously undiagnosed learning or behavioral disorder; six percent, pronounced mental retardation. Only one percent are vocational completers prior to their conviction, an encouraging comment on the established vocational education delivery system in the public schools of Ohio.

A Profile of Vocational Education Programs in Penal Institutions

State Standards

Since the ODYS and the ODR & C operate under school district charters granted by the Ohio Department of Education, their vocational programs are subject to the same minimum standards as are Ohio's public schools. To receive state funding, they must comply with certain fundamental requirements, one of which is that classes be taught by certified teachers. A few teachers enter the system with standard vocational certification. Those who do not must complete a three-year inservice teacher education program at The Ohio State University.

Another requirement is that an approved course of study for each program must be on file with the Division of Vocational and Career Education, which grants program approval. Advisory committees must be maintained. Participation in the Program Review, Improvement, Development, and Expansion (PRIDE) process is mandatory.

Beyond these prerequisites, few similarities exist between vocational education in public schools and correctional institutions. They differ in personnel, facilities, equipment, funding, enrollment, and program length. Faculty/student roles are vastly different. For example, vocational teachers in correctional facilities are not permitted to initiate any contact with program graduates after they are released. To date, therefore, there has been no systematic follow-up effort.

Facilities and Equipment

There are great differences among vocational education facilities in correctional institutions. In the newer institutions, laboratory space may rival that found in public schools. This is not always true in the older institutions. In all institutions, space is at a premium. They are universally overcrowded. If a vocational program must compete with a need for more dormitory space, an institutional superintendent has little choice but to order that beds be set up. In some institutions, such choices are imminent.

After space, money is the next priority. Older programs are frequently well-equipped, but with only basic equipment — no extras. They have obtained equipment through a variety of means. Earlier federal funding programs helped. State surplus supply has been a source of used but serviceable equipment. Another source has been surplus or older equipment from the public schools. Many resourceful institutional administrators and educators have established a network of contacts, frequently through advisory committees, that can secure a surprising quantity and quality of equipment and supplies.

Although the newer programs tend to have more floor space than the older programs, they are not nearly so well equipped. Some are seriously under equipped. Again, the reason is insufficient money, and the fact that it takes time for vocational teachers to establish the networks that can secure equipment for a program.

Youth Programming

Enrollment and program length are other areas where vocational programs in correctional institutions and public schools differ.

In the ODYS, most vocational programs operate on a split-shift arrangement. A teacher will have eight students in the morning for three hours and eight other students in the afternoon. Most vocational students are enrolled in academic courses during the other half day. Because of the rising population and rapid inmate turnover, the number of vocational students per program is being gradually increased; teachers may have as many as 12 in a class. Working in small laboratories with larger numbers of youthful felons, many of whom are aggressive and disruptive, puts the teacher in a volatile, even dangerous, situation.

Due to the rapid inmate turnover in the youth institutions, the general standard of course completion has been set at 160 clock hours, which equates roughly to one high school credit. Students who are able to remain enrolled for additional hours have the grand total of hours noted on their certificate of completion.

All vocational programs in youth institutions are open entry/open exit. This means that all vacancies are filled as soon as they occur. Open entry/open exit creates a difficult situation for the teacher, who must deal with students of all levels at all times. This situation also accounts for the notable gap between numbers of enrollees and numbers of completers shown in Table 3.

TABLE 3

Juvenile Vocational Education Enrollments and Completions
in Ohio Juvenile Institutions in 1989

Juvenile Institutions	Number of Inmates*	Vocational Education Courses	Vocational Education Teachers	Vocational Course Enrollees	Vocational Course Completers
Buckeye Youth Center (Boys)	297	2	2	90	48
Cuyahoga Hills Boys' School	320	—	—	—	—
Indian River School (Boys)	234	4	4	127	41
Maumee Youth Center (Boys)	161	—	—	—	—
Mohican Youth Center (Boys)	177	1	2	109	78
Riverview School for Boys	171	2	2	56	35
Scioto Village School for Girls	145	3	3	100	42
Training Center for Youth (Boys)	144	1	1	53	15
Training Institution of Central Ohio (Boys)	211	6	8	101	30
*As of January 31, 1990					
Totals	1,860	19	22	636	289

Source: The Ohio Department of Youth Services

Table 3 does not include vocational evaluation programs. Though funded, they are assessment programs and do not teach occupational skills. Cuyahoga Hills Boys School and Maumee Youth Center do not offer skill training programs because their populations are composed of youth below the age of 16, the minimum age for vocational enrollment. However, these two institutions may soon start Occupational Work Adjustment (OWA) programs, which may enroll students at age 14. The cooperative vocational programs, OWA and Occupational Work Experience (OWE), are already operating successfully in other youth institutions. For years traditional vocational programs were the norm in youth institutions, but there is a shifting toward OWA and OWE.

The number of traditional programs currently in operation in youth institutions includes:

Appliance Repair (1)
Auto Body Repair (1)
Auto Mechanics (2)
Barbering (1)
Building Maintenance (2)
Graphic Arts (1)
Vocational Home Economics (2)
Welding (2)
Word Processing (1)

Adult Programming

Adult correctional vocational programming resembles that in youth institutions but on a larger scale. The program standard for most vocational programs in adult corrections is 720 hours of instruction over a six-month period. Inmates are assigned to vocational programs for six hours per day as a primary school assignment. The maximum enrollment for most programs is 15 students. Theoretically, one teacher in one program could train 30 students in one calendar year. In reality, this never occurs, as illustrated in Table 4.

Adult programs, like youth programs, operate on the open entry/open exit basis. Despite efforts to control the entry of new students, most teachers in the adult system fill an opening as soon as it occurs. Vocational education programs in adult institutions are, for the most part, individually tracked programs; when a student completes 720 hours, he or she is eligible for a certificate of completion. Graduation of classes, as such, is almost nonexistent because most students complete their 720 hours at different times.

TABLE 4

Adult Vocational Education Enrollments and Completions
in Ohio Correctional Institutions in 1989

Adult Institutions	Number of Inmates*	Vocational Education Courses	Vocational Education Teachers	Vocational Course Enrollees	Vocational Course Completers
Allen Correctional Institution	896	2	2	52	11
Chillicothe Correctional Institution	2,206	5	5	144	62
Corrections Reception Center	1,674	–	–	–	–
Dayton Correctional Institution	476	3	3	49	13
Franklin Pre-Release Center (Women)	367	1	1	18	10
Grafton Correctional Institution	929	3	0	0	0
Hocking Correctional Facility	329	1	1	15	5
Lebanon Correctional Institution	1,937	7	7	207	119
Lima Correctional Institution	1,784	5	3	115	41
Lorain Correctional Institution	–	–	–	–	–
London Correctional Institution	2,141	5	6	130	37
Madison Correctional Institution—North	783	1	1	15	0
Madison Correctional Institution—South	950	3	3	45	0
Mansfield Correctional Institution	–	–	–	–	–
Marion Correctional Institution	1,969	7	9	222	129
Northeast Pre-Release Center	415	–	–	–	–
Ohio Reformatory for Women	1,574	5	6	135	113
Ohio State Reformatory	2,047	8	9	341	116
Orient Correctional Institution	2,142	3	2	51	16
Pickaway Correctional Institution	1,627	3	1	14	0
Ross Correctional Institution	1,943	5	4	118	50
Southeastern Correctional Institution	1,498	4	3	114	79
Southern Ohio Correctional Facility	2,156	4	4	93	57
Warren Correctional Institution	910	3	0	0	0
*As of January 31, 1990					
Totals	30,753	78	70	1,878	858

*Source: The Ohio Department of Rehabilitation and Correction

The disparity between the number of vocational enrollees and the number of vocational completers in adult corrections is a complex problem. In 1979 there were 650 vocational completers; there were 858 completers in 1989. However, there were only half as many vocational programs in operation in 1979.[10] Some students drop programs, and sometimes teachers drop students; this is not unusual in any vocational program. However, unique to the correctional setting are completion of sentences, parole, probation, shock parole, and institutional transfer when the security status of the inmate changes. These factors that can remove a student from an adult vocational program before completion obviously are beyond the control of teachers and students.

Prison officials sometimes tend to view vocational programs as extensions of their maintenance programs. Because of this, teachers strive to keep their programs more instructional than production-oriented.

Program types and numbers currently operating in adult corrections include:

- Auto Body Repair (2)
- Auto Mechanics (3)
- Barbering (1)
- Building Maintenance (15)
- Business Education (3)
- Carpentry (4)
- Cosmetology (1)
- Data Processing (2)
- Drafting (3)
- Electronics (2)
- Food Service (7)
- Graphic Arts (1)
- Heating/Ventilation/Air Conditioning (1)
- Horticulture (2)
- Industrial Electricity (1)
- Machine Trades (1)
- Masonry (6)
- Meatcutting (2)
- Motorcycle Repair (1)
- Office Machine Repair (1)
- Orientation to Nontraditional Occupations for Women (ONOW) (2)
- Residential Wiring (2)
- Shoe Repair (1)
- Small Engine Repair (2)
- Tailoring (1)
- Upholstery (1)
- Welding (4)

(NOTE: Five additional program slots have not yet been specified as to vocational taxonomy.)

Vocational programs in the adult institutions tend to be traditional, as in the youth institutions. The Orientation to Nontraditional Occupations for Women (ONOW) program, operated in the two female facilities, Franklin Pre-Release Center and the Ohio Reformatory for Women, seems to be the only truly nontraditional vocational program currently offered. The ONOW program provides instruction to females in skill areas that traditionally have been male-dominated, primarily the building trades.

Postsecondary Programming

The remainder of the job skill training available in the adult system is provided through contract arrangements with technical colleges. Seven such programs provide instruction in business education, computer technology, dental laboratory assisting, and food service (culinary arts). The instructors, though they teach inside the institutions, are employed by the technical colleges, and are not subject to any certification requirements. Tuition costs for the students are covered chiefly by state and federal grant programs. In 1989, a total of 655 students were enrolled in technical programs; 44 earned certificates of completion.

Teacher Perceptions of the Delivery System

Teachers in Ohio's youth and adult correctional facilities were asked their views on vocational programs for the incarcerated. Identical questions were asked of each group.

Youth Services

Vocational teachers in the Department of Youth Services were evenly split concerning the adequacy of program budgets for daily operations, and on their ability to plan and accomplish long-range curriculum improvements. The ordering process is considered clumsy and confusing. Most frustrating is the length of time between ordering and receiving goods.

Programs are usually fully enrolled as a result of the open-entry policy. However, short stays of two to six months are not compatible with in-depth skill training. This is especially discouraging for teachers who believe that this may be the last formal education for these students. The dearth of completers contributes to teachers' perceptions of poor program quality and poor teacher morale. Teachers never get to see a group complete a course together. In fact, they see few students finish their classes.

Teachers rated Ohio Department of Education supervision good and vocational teacher education good. However, vocational teachers felt that their academic counterparts received little or no help in professional development. Teachers find it difficult to meet certification requirements while working a 12-month teaching schedule. They rate communication with local supervisors as very good, but only one teacher stated that there was any meaningful communication at the central office level relating to teacher concerns.

Adult Corrections

Teachers in adult correctional facilities tended to agree that although the operating budget is adequate for daily instructional services, it is difficult to upgrade outdated equipment and procure high-cost items. They feel they are not keeping abreast of current technology.

Many teachers felt that supervision by the Ohio Department of Education was relatively thin. Although some teachers felt that supervision was good or sufficient, they were in the minority. Conversely, all thought that teacher education for new vocational teachers was good to excellent, but inadequate for the academic teachers. The greatest teacher concern is their inability to attend classes that will satisfy certification requirements while assigned to a 12-month teaching schedule. Communication with local supervisors is very good; however, most experienced teachers feel that there is less communication with central office administration than in 1982. The teachers indicated that they feel good about what they are doing and that the effort is worthwhile. This feeling is supported by observations of apparent good morale.

Summary of Teacher Perceptions

Teachers have a major problem with the budget process -- not so much with the amount as with not knowing how much money is available so that they can effectively plan purchases and organize priorities. Central office failure to let teachers know why certain items will not be approved contributes to this problem. The complex process of orders flowing through multi-layer offices creates confusion and delays the receipt of goods. These perceptions by the teachers give credibility to indications of communication gaps and communication breakdowns.

The number of students who complete a course of training is declining, relative to the numbers enrolled. The early releases and transfer orders that contribute to this situation are determined without regard to the educational status of inmates. Many teachers expressed concern about the growing inmate population, which affects the quality of education for many and precludes any education for some.

A Profile of Ohio's Jail System

The ODYS and the ODR & C administer many institutions, serve a great number of inmates, and operate complex programs. Yet the task of analyzing educational services provided in these institutions seems simple in comparison to investigating educational opportunities in Ohio's jails. The Bureau of Adult Detention, which operates through the ODR & C, seems to be the principal, if not the only, state-level clearinghouse for information about Ohio's jail system.

A total of 343 jails are operated in Ohio at present, ranging from single-cell holding facilities in small municipalities to large facilities that are similar to small prisons. There is a three-level classification system of jails in Ohio: 8H, 5D, and FS. A jail designated as an 8H facility would probably be very small; the 8H refers to eight hours. In other words, a person would spend no more than eight hours in an 8H holding cell. There are 119 jails designated as 8H in Ohio.

The 5D classification applies to a facility in which a person could be held for up to five days. A 5D jail could also accommodate 8H needs. In Ohio, there are currently 123 jails designated as 5D facilities. The largest jails are those classified as FS, or Full Service. Jails with the FS rating can house inmates for up to one year. They also provide 5D and 8H services. One hundred and one jails in Ohio carry the FS classification.

Jails designated as 8H or 5D serve as holding facilities only. No evidence could be found that would indicate any educational programs are in operation in these short-term facilities. However, some educational programs are provided in at least some of the FS jails for the long-term inmates. The most notable characteristic of long-term inmates in FS jails is the fact that perhaps 90 percent of them have a substance-abuse problem. About 50 percent were unemployed prior to incarceration. The educational and self-improvement programs for long-term jail inmates include Adult Basic Education (ABE), General Educational Development (GED), Alcoholics Anonymous (AA), Narcotics Anonymous (NA), and various local programs such as county alcohol abuse prevention, Planned Parenthood, and group counseling for anger control and stress management. Most FS jails operate work-release programs for inmates, enabling them to maintain employment while serving their sentences. However, this really cannot be construed as training.

Little skill training for employment appears to be provided. Some FS jails offer job readiness, taught by teachers from nearby joint vocational schools. Because of the same space, money, and time issues that confront state correctional institutions, fully equipped vocational skill training laboratories are not provided in jails, nor would they seem feasible in most cases. Three vocational training programs funded by the Ohio Department of Education were operated in the Cincinnati City Jail in the late 1970's, but are no longer in existence.

However, there is evidence of a new trend in Ohio's jail system to provide some planned skill training. Through cooperative efforts with local career centers and joint vocational schools, some FS jails are looking toward adult Diversified Cooperative Training (DCT) and adult Occupational Work Experience (OWE) programs. In this arrangement, DCT and OWE coordinators would be employed by a school district and assigned to an FS jail. They would coordinate training programs within the jails, most likely in the building maintenance and food service areas. Two FS jails considering such programs are the Licking County Justice Center and the Wood County Justice Center.

Recommendations

The researchers presented the following recommendations as a result of the findings and insights obtained in the course of the study. The Council is of the opinion that these recommendations merit the consideration of all others -- be they individuals, organizations, or governmental agencies — who bear responsibility for strengthening vocational education in correctional institutions in Ohio.

The recommendations are as follows:

1. The Ohio legislature should establish a statewide policy requiring, as a condition of early release or parole, that inmates with few or no job skills show evidence of having acquired saleable job skills while incarcerated.

2. The number of vocational education courses in state correctional institutions should be increased substantially so that more inmates may have the opportunity to enroll. Clearly, the number of juvenile and adult inmates who could benefit from vocational training greatly exceeds the capacity of the current delivery system.

3. The current delivery system for vocational programming should be completely overhauled and modernized. Not all vocational programs need to be of the same duration. The key element is modularization; most courses need to be re-designed into short-term modules, e.g., two weeks, which teach and evaluate specific skills.

4. Specific skill profiles should be given to all inmates upon exiting a vocational program regardless of whether or not they are completers. Skill profiles may be even more beneficial to non-completers than completers inasmuch as at least some training and skills acquisition will be documented.

5. The vocational budgeting process and ordering procedures should be streamlined to shorten the time between teacher submittal and final approval. Teachers need to know specified budget figures in order to plan instructional activities; moreover, teachers need to know the reason for administrative decisions to delete items from budget requests.

6. Communication lines between central office decision-makers and teachers should be opened, and the frequency of contact between these individuals should be increased. Direction and scope of administrative planning that could have an effect upon vocational programs needs to be relayed to teachers as soon as feasible.

7. A follow-up system that would track the employment of released juvenile and adult offenders should be designed and implemented as soon as possible. Follow-up data on employment can provide much-needed information for administrators and teachers involved in planning programs and updating implementation guidelines.

8. In determining which vocational programs are to be offered inmates, priority should be given to entry-level skilled occupations having the greatest numbers of projected openings by the Ohio Bureau of Employment Services. All current and future vocational programs should be assessed by this standard.

9. With the construction of new juvenile and adult institutions anticipated, planning should begin now on the types of vocational programs and laboratories to be provided in the new facilities. Too often in the past these key decisions have been made after a new facility was built.

10. On-site vocational supervision from the Ohio Department of Education should be strengthened and expanded. State supervision services need to be highly visible and easily accessible for local administrators and teachers. The anticipated expansion of vocational programming in current and proposed institutions may require an additional state supervisor for corrections.

11. On-site services provided by university-based vocational teacher-educators for corrections should continue to be offered in the same manner as in the past. Vocational teachers in correctional institutions, though subject to standard certification requirements, have needs very different from those of public school teachers. As the number of vocational teachers in corrections grows, additional teacher-education staff should be provided.

12. State correctional institutions and local jails should fully explore the feasibility of establishing vocational linkages with local public schools wherever possible. This type of association has been established only infrequently in the past, yet it could well be a very productive cooperative effort.

13. The Ohio Department of Education should become involved in helping to develop and operate vocational education programs in full-service jails throughout the state. Such services to jails could be incorporated into the existing service the department provides to state correctional institutions. Currently, there is no coordinated statewide educational assistance available to jails.

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Appendix A: Youth Services Facilities

Year Building Originally Constructed	
1960	**Buckeye Youth Center.** Built to house young males, the center is located on the west side of Columbus, adjacent to the Training Center for Youth in Franklin County. Its present population is 302.
1969	**Cuyahoga Hills Boys School.** Located in Warrensville Heights, near Cleveland, in Cuyahoga County, the school has a current population of 354 juvenile males.
1973	**Indian River School.** Located near Massillon on the south side of the city, in Stark County, this facility was designed as an institution for very young males. It now houses 250 older juvenile males.
1968	**Maumee Youth Center.** Located near Liberty Center in Henry County, this institution houses 181 juvenile males.
1930	**Mohican Youth Center.** Located near Loudonville in Ashland County, the center is in the Mohican State Forest. First operated as a 3C camp, it was later acquired by the Mental Health Department and operated as a 40-bed juvenile research center. The Department of Youth Services (formerly the Ohio Youth Commission) converted the facility to a 100-bed juvenile center in 1966. The present population is 172 males.
1968	**Riverview School for Boys.** Located near Powell, across highway 745 from Scioto Village School for Girls, in Delaware County, this facility was first operated as a female institution. In 1977 it was converted to an all-male institution. The present population is 182 males.
1865	**Scioto Village School for Girls.** Located near Powell in Delaware County, this is the only female juvenile institution in Ohio. It was first operated as a commercial health resort and hotel prior to the state's purchase of the property in 1865. Soon after, in 1868, it was opened for juvenile girls as the Girls Industrial School. It has continuously housed females to the present date. Major building occurred in 1968 and a new fitness center was added in 1988. The present population is 138.
1960	**Training Center for Youth.** Designed as a male institution, the training center is adjacent to the Buckeye Youth Center. Both are located off West Broad Street in Columbus. The institution presently houses 162 young males.
1960	**Training Institution of Central Ohio.** This facility was originally built in 1960 as the maximum juvenile institution in Ohio for males. The present population is 255. The institution is located close to the Buckeye Youth Center and the Training Center for Youth, and is just off West Broad Street in Columbus.

Appendix B: Adult Correctional Facilities

Year Building Originally Constructed	
1987	**Allen Correctional Institution.** Located adjacent to the Lima Correctional Institution, the Allen Correctional Institution is a 500-bed, medium-security facility costing $28 million.
1930	**Chillicothe Correctional Institution.** Located at the north edge of Chillicothe, this facility was built by the federal prison system and acquired by the Ohio prison system in 1966. Chillicothe has 50 buildings on a 72-acre compound and is a medium-security institution. It is designed to hold 1,500 inmates. Adjacent to the institution are 1,500 acres of productive farm land, worked by the inmates.
1987	**Correctional Reception Center.** This is a newly-constructed central reception center in Orient for male inmates. Opening in 1987 at a cost of $40 million, it is designed to hold 900 inmates.
1987	**Dayton Correctional Institution.** Located next to the Dayton City Workhouse on the west side of the city, it is designed to hold 500 medium-security inmates. Construction cost was $25 million.

1988 **Franklin Pre-Release Center.** This institution, located just south of downtown Columbus, is a 250-bed female facility costing $7 million.

1988 **Grafton Correctional Institution.** This is a new 500-bed, medium-security facility across from the Lorain Correctional Institution in Lorain County. Construction costs were $30 million.

1952 **Hocking Correctional Facility.** Originally operated as a tuberculosis hospital by the Mental Health Department, the facility was converted by Ohio Corrections to a 300-bed, medium/minimum-security prison in 1983. Most elderly inmates are at this institution. It is located in Nelsonville.

1960 **Lebanon Correctional Institution.** Situated on 40 acres near Lebanon in Warren County, LCI is classified as a close-security facility. LCI is designed to hold 1,200 inmates.

1916 **Lima Correctional Institution.** Built as a mental institution, it was converted to a 1,100-bed, medium-security prison in 1984. It is located in Lima.

1925 **London Correctional Institution.** This 3,000-acre farm was opened as a prison farm operated by Ohio Penitentiary inmates, who were transported daily. The buildings were constructed primarily with inmate labor. LOCI started housing inmates in 1929. It is located in Madison County.

1987 **Madison Correctional Institution.** Built in 1987 at a cost of $35 million, Madison is comprised of two separate 500-bed compounds, one minimum-security and the other medium-security. The facilities are located across from the London Correctional Institution in Madison County.

1956 **Marion Correctional Institution.** Consisting of a 60-acre compound, this 1,250-bed institution is classified as close-security. Adjacent to the compound is a 925-acre farm. It is located in Marion County.

1988 **Northeast Pre-Release Center.** Located near downtown Cleveland, this facility has a 350-bed capacity. Construction costs were $14 million.

1916 **Ohio Reformatory for Women.** This is the primary Ohio female prison. The design capacity is 900, and all security levels are housed. The facility is in Union County, near Marysville.

1896 **Ohio State Reformatory.** This facility was opened on a 600-acre farm site in Richland County and is Ohio's oldest operating prison. It is scheduled to close when an adjacent new $54 million close-security facility is opened. OSR has housed approximately 2,200 inmates in two cell blocks at various times.

1903 **Orient Correctional Institution.** This medium-security prison is located in Pickaway County on a 1,800-acre farm. Originally built as a facility for the mentally retarded, it was converted to an adult corrections facility in 1984. The design capacity is for 1,200 inmates. It is located south of Grove City near the village of Orient.

1984 **Pickaway Correctional Institution.** Originally planned as a training center, it will become a medium-security prison. The facility is located adjacent to the Orient Correctional Institution and has a design capacity of 1,500 inmates.

1987 **Ross Correctional Institution.** Located across from Chillicothe Correctional Institution, the 1,250-bed, medium/minimum-security facility was built at a cost of $60 million.

1860 **Southeastern Correctional Institution.** Formerly a juvenile institution, it was converted to a medium-security adult prison in 1982. Capacity is 1,100 inmates. This institution is located near the city of Lancaster in Fairfield County on a large farm.

1972 **Southern Ohio Correctional Facility.** Opened as a maximum-security institution with a design capacity of 1,550 inmates, it is located near Lucasville in Scioto County.

1989 **Warren Correctional Institution.** This is a close-security institution located adjacent to the Lebanon Correctional Institution in Warren County on a 766-acre prison farm. Construction costs were $44 million.

Note: The researchers felt that the original dates are important as a point of reference for the following reasons:

1. Many of the original buildings are still in use and show their age despite some updating and new construction.
2. Several of the facilities housing females were later changed to male-only housing.
3. Several facilities were either commercial or first used by another department of government for other purposes. Only later were they converted to use as prisons.
4. None of the adult and juvenile prisons in Ohio were designed for the numbers they are presently housing. In many cases the overpopulation reaches 200 percent of the design capacity.
5. Clearly the population totals represent a significant number of people who may benefit from participation in appropriate vocational education classes.

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